

ETHIOPIA'S RESPONSE TO CLIMATE CHANGE AND GENDER

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Scoping report

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INTRODUCTION

The Government of Ethiopia is committed to being gender-responsive in its policies and programmes. For instance, women currently fill half of the leadership roles in government, and gender units (directorates) have been established within key ministries to jointly plan, implement, and monitor and evaluate various programs in the country. However, government officials recognise that more work still needs to be done to fully integrate gender and other social inclusion considerations into development policies and practice. This includes making Ethiopia's flagship Climate-Resilient Green Economy (CRGE) Strategy and its National Adaptation Plan (NAP), more attuned to the needs of women and their talents.

For this reason, the Ministry of Finance's Climate Resilient Green Economy Facility invited the Climate and Development Knowledge Network (CDKN) to assess how effectively government bodies in Ethiopia are addressing gender issues in their climate change activities.

CDKN engaged two consultants to identify the state of play in terms of the mainstreaming of gender into Ethiopia's climate change policy, programmes, budget and monitoring and evaluation frameworks. The purpose was to provide a high-level assessment to inform the design and organisation of a CDKN workshop held in December 2019. For more detailed and in-depth analysis of gender integration further work is needed to build on this initial review.

The consultants undertook desktop reviews and consultations with various stakeholders in an effort to achieve this objective. The consultations focused on two lead federal organizations responsible for coordinating climate change actions in Ethiopia; namely the Environment, Forest and Climate Change Commission (EFCCC), and the Ministry of Finance (MoF). In total, 10 government officials were consulted.

METHODOLOGY

The integration of gender issues into Ethiopia's climate policy framework and governmental organizations depends on the extent to which gender issues are appreciated, understood, and reflected within the core processes of key government departments. To assess the status of gender mainstreaming within various departments, in the EFCCC and MoF, interviews were held with key informants. These included directors of the CRGE Facility and Gender Directorate in MoF, and the CRGE and NAP coordination office and the Gender Directorate in the EFCCC. Gender experts within these departments were also interviewed and consulted. The gender directorates within these two institutions play the primary role of supporting and monitoring the integration of gender issues within the functions of the CRGE coordination offices.

The study undertook an initial high-level assessment of the integration of gender considerations into planning, budgeting, M&E and project execution. The study focused particularly on the degree to which gender-responsive budgeting has been considered a key element in the successful implementation of the country's climate change policy.

This assessment enabled the consultants to gauge the status of gender integration into climate change governance and provide recommendations to partners wishing to support further progress. The consultations identified the following **key issues**.

SUMMARY OF MAIN FINDINGS

- There is a ***consensus amongst stakeholders interviewed that gender-responsive climate change policy and programmes are vital for addressing climate change issues and for duly executing provisions in the CRGE and NAP frameworks***. The CRGE and NAP Coordinating Office in the EFCCC, for instance, has commissioned and developed a gender analysis of Ethiopia's NAP (July 2019) along with recommendations on how best gender issues can be mainstreamed into the NAP. Similarly, the National Climate Change Fund, the CRGE Facility based within the Ministry of Finance, also commissioned a gender analysis that includes recommended actions relating to the CRGE (2019), which is yet to be adopted by MoF and the Facility¹.
- However, ***the understanding of which gender issues can be incorporated into the day-to-day operations of these departments, and how, varies across and within the consulted offices and officials***. In this regard, the stakeholders consulted from the gender structures of the EFCCC and MoF provided a clearer understanding of the gender gaps in the government's policy and program interventions.
- The scoping study also identified ***gaps in terms of awareness of continental and international frameworks being adopted by leading intergovernmental agencies on gender and climate change***. Furthermore, the study revealed that efforts have not yet been maximized to adopt and/or tailor already existing tools and guidelines for integrating gender into climate change governance.
- Moreover, despite the interest and budding actions being taken to integrate gender within the climate change sector, the ***lack of institutionalization has severely deterred gender-responsive planning and implementation of programmes, accountability and monitoring, intra- and inter-sectoral coordination, and gender-equal decision-making on climate change issues***.

¹ Following the outcome of this report the CRGE Facility and CDKN jointly organized a workshop where the Facility's gender framework was validated and consequently adopted (see annex 1).

The sub-section below summarizes the **main findings** from the consultations with the respective institutional stakeholder consulted during the scoping study.

ENVIRONMENT, FOREST, AND CLIMATE CHANGE COMMISSION

CRGE and NAP Coordination Office

The CRGE Coordination Office has recently conducted a gender analysis of the NAP. The analysis identified three overarching gender gaps in the NAP:

- Gender differences in adaptation needs, opportunities and capacities;
- Equitable participation and influence in adaptation decision-making processes; and
- Equitable access to financial resources and other benefits resulting from adaptation investments.

The document also sets recommendations for CRGE implementing partners, which have not yet been developed into a tailored action plan based on the NAP gender analysis.

In addition to the above, the following barriers also constrain the institutionalization and integration of gender issues into climate change policies and programmes:

- Attitudinal barriers;
- Lack of proper understanding of institutionalized gender integration in climate change policies and programs;
- Lack of a gender expert in the CRGE and NAP Coordination Office; and
- Capacity limitations within the Gender Directorate of the EFCCC².

Attitudinal barriers

Despite the recognition that gender is important and needs to be incorporated into the coordination office's external mandates, the study identified that attitudinal barriers deter effective gender-responsive planning, implementation, monitoring and evaluation. For example, understanding of gender equality is often devoid of how institutions' (formal and informal) norms and practices are critical in shaping climate change adaptation and resilience capacities of the genders/sexes. Moreover, there is limited understanding on how gender roles and norms at the household and societal level shape policy practices at a national/regional level.

² As illustrated in Figure 1 (Page 8) the Gender Directorate is different from the CRGE and NAP Coordination Office at the EFCCC.

Lack of proper understanding of institutionalized gender integration in climate change policies and programs

However, in contrast to the EFCCC's Gender Director's belief that the Directorate has a strong working relationship with the CRGE & NAP Coordination Office, interviewees from the coordination office conceded that their Office's professional relationship with the Gender Directorate is irregular and informal, often limited to extending invitations to the Gender Directorate to take part in events such as awareness raising sessions. These contrasting views indicate the lack of proper understanding of institutionalized gender integration in climate change policies and programs.

Lack of a gender expert in the Coordination Office

The study further revealed that the lack of a gender expert in the Coordination Office has posed significant challenges in overcoming the loose intra-institutional relationship related to gender.

Capacity limitations

Capacity limitations in the Gender Directorate of the Commission were also identified. In particular, the staff of the directorate, though they have the advantage of relatively long experience in the organization, they consist mainly of people who have experience in human resources and planning, with limited experience in gender, climate change and environmental protection issues.

The consultations have generated the following **recommended actions** as a mechanism to enhance gender sensitivity and responsiveness within the organization at large and the coordination office more specifically. These include:

- Establishing regular channels of communication between the Gender Directorate and the CRGE and NAP Coordination Office.
- Developing a stronger follow up/monitoring mechanism that holds directorates such as the Coordination Office accountable for gender mainstreaming in their respective line of work.
- Including/hiring a climate change and gender expert in the Coordination Office who can bridge the gap between the Gender Directorate and the Office.

MINISTRY OF FINANCE

CRGE Facility

The consultations with senior executive officials of the Facility indicated the prevalence of a general understanding of the interface between climate change and gender amongst senior

officials and experts working on climate change. However, understanding is reported to be more limited in sector offices and *Wereda* bureaus. The study has also identified that there tends to be an uneven focus on a few CRGE implementing agencies. That is, some ministries such as Ministry of Agriculture (MoA), and Ministry of Water, Irrigation and Energy (MoWIE) tend to get more support and demonstrate more gender mainstreaming efforts in their climate change planning, reviewing and budgeting, while less of this is seen in other ministries such as Ministries of Transport (MoT), Ministry of Trade and Industry (MoTI) and Ministry of Urban Development and Housing (MoUDH).

Hence, there is a need to address sectors that up until now have been overlooked in climate change discussions, such as urban planning, and the transport sectors, for example, given the rising levels of urbanization. Giving the same weight and attention to all CRGE implementing ministries, in terms of providing support to create frameworks, guidelines and systems for gender inclusion in the overall modus operandi of these sectors, is vital to cater to the differential needs, opportunities and capacities of women and other social groups. With rising levels of urbanization, a mere focus on the agriculture sector would overlook sectors and issues that warrant urgent attention.

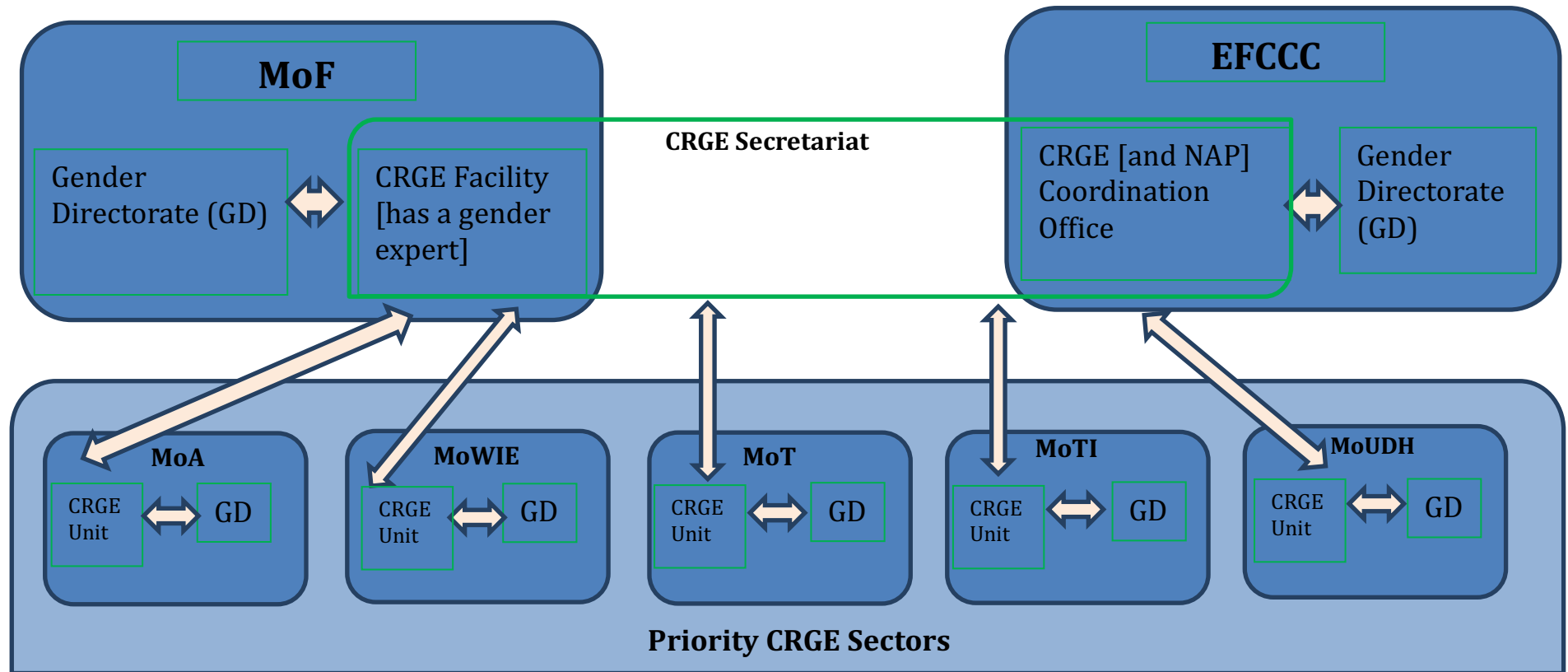
The overview of the gender governance structures, and system also revealed that the relationship between gender units of the CRGE implementing partners and the Facility is either non-existent or at initial stages (see fig. 1 – Gender and Climate Change Governance Structure).

As it stands, the Facility doesn't have a gender mainstreaming or gender budgeting guideline to help it duly execute its mandate in an inclusive manner. However, the CRGE Facility's Gender Officer recognized that gender policy frameworks of the Green Climate Fund could be used as a basis to devise internal guidelines and ways of working. The Office has also commissioned and completed an ***assessment of gender issues for the CRGE facility Initiative and developed a framework that facilitates gender integration*** (January 2019) in collaboration with the Global Green Growth Institute (GGGI). The assessment's recommendations include the establishment of a Gender Readiness Fund which envisions to develop sectors' gender and climate capacity to develop engendered investment proposals and support sectoral CRGE units to carry out sector specific gender analysis and capacity development interventions. This assessment is the first step to have a common framework for the CRGE sectors, nonetheless, the document has not yet been adopted. The CRGE Facility is planning to validate the assessment and facilitate its adoption by the senior management of the Ministry.

Similar to the above-discussed institutions, *the lack of a strong accountability mechanism has stalled the progress of gender integration in climate change funding in Ethiopia*. The lack of gender mainstreaming monitoring tools and inter-institutional and intersectoral checklists, for instance, leads to a situation where activities planned on gender and climate change have

not been adequately followed up. Moreover, the relative lack of know-how related to the institutionalization of a gender-responsive climate change policy limits the type of accountability mechanisms that can be adopted by the respective institutions.

Fig. 1 Gender and climate change governance structure



Key

EFCCC – Environment, Forest and Climate Change Commission

MoA – Ministry of Agriculture

MoF – Ministry of Finance

MoT – Ministry of Transport

MoTI – Ministry of Trade and Industry

MoUDH – Ministry of Urban Development and Housing

MoWIE – Ministry of Water, Irrigation and Energy

Note: Each Ministry has independent climate finance and gender units that are designed to work together. Gender and climate finance delivery/efforts are reported through the CRGE units to the CRGE secretariat [housed in MoF (Finance Facility) and EFCCC (Technical coordination)].

This study has identified the following **actions** as a mechanism to enhance gender sensitivity and responsiveness within the facility and CRGE implementing offices:

- Strengthening the capacity of implementing agencies on gender, especially in sectors where the climate change and gender interface is not self-evident, and where there is less intervention in that regard. E.g. transport, urban planning, etc.;
- Discussing what a gender-responsive climate change policy and response entails;
- Developing and introducing user-friendly tools that can assist the facility to monitor projects through a gender lens (including but not limited to program design, implementation, monitoring, evaluation, and learning); and
- Identifying what can compel actors to be more attentive to gender as “the institutional culture currently doesn’t foreground gender responsiveness”.

The **gender expert** at the facility also pointed out the following **gaps** and **recommendations**:

- Capacity building of gender directorates from a gender and CRGE perspective;
- Capacity building of CSOs to serve as supporting implementers of gender-responsive climate change programs, and advocate for enhanced gender-responsive policies and programs by sectoral ministries/bureaus;
- Tailoring trainings to the national and local context (as relevant), and in a manner that is suited to the audience, i.e. ensuring that the training is inclusive of the broad range of stakeholders and participants;
- Ensuring training on gender and climate change is practical and applicable, and tools are tailored to enable stakeholders to use them in their daily operations;
- Setting up a standing working group or committee composed of gender directorates in CRGE implementing agencies, the CRGE Facility and EFCCC;
- Following up on the establishment of a Gender Readiness Fund that was recommended by the gender assessment and provide financial support for it; and
- Ensuring that gender responsiveness is an integral element of performance evaluation.

Gender Directorate

The Gender Directorate at the Ministry of Finance is mandated to integrate national legal frameworks and international agreements pertaining to gender equality into the overarching national resource mobilization, fiscal policy and public finance management policies and programs; and to build and enhance the capacity of its female staff in particular.

The Directorate has a long track record of developing guidelines and tools crucial for effective gender mainstreaming. It has developed the Gender-Responsive Manual for Programme Budgeting, the Gender-sensitive Resource Mobilization Manual and the Toolkit for Gender-Responsive Monitoring and Evaluation. Furthermore, the Directorate, in collaboration with international institutions such as the World Bank and IMF has conducted gender assessments such as *the Macro Studies on Women and the Economy*, and *the Intra-Household Study on Gender and the Economy*. Furthermore, the Directorate also stresses that it played an important role during budget hearings of sectoral bureaus as it monitors gender budgeting. Currently, the Directorate is piloting a gender budget tracking tool which it envisioned to be expanded to all sectoral bureaus.

However, the scoping study also identified that ***the Directorate has very limited technical expertise on climate change***. Consequently, bridging the institutional gap through strengthening collaborative planning and project implementation with the CRGE facility and other CRGE implementing partners, cross-sectoral learning and capacity development can be facilitated without incurring additional costs. Organizing platforms for inter-institutional learning will contribute to capacity building of key government institutions mandated to work on fiscal policy, climate change and gender. These include workshops, experience-sharing visits to other countries, coaching and mentorship, secondment of experts/junior officers to strengthen inter-institutional/sectoral capacity on climate and gender budgeting.

The study also revealed that ***there is institutional fatigue and disappointment over lack of accountability and intermittent discussions and plans which bear no institutionalized intervention on gender and climate change (in the implementation of CRGE activities in particular)***. For instance, at the time of consultation the gender directorate in MoF was not aware of the existence of the NAP gender analysis, which called for a gender budgeting approach and could have significantly benefited from MoF's gender budgeting guideline.

RECOMMENDATIONS

Based on the findings from the scoping activity, the study recommends the following actions in the short and medium-term:

Familiarising stakeholders and popularising existing initiatives led by various entities, such as the:

- NAP, and CRGE gender analysis and respective plans of action;
- MoF's guidelines for gender budgeting and resource mobilization;
- the setting up a gender forum within the EFCCC; and
- CSO experience in applying gender-responsive climate change programs.

This can be in the form of workshop/s involving focal persons and gender directorates in the CRGE implementing ministries, EFCCC, and the CRGE Facility; and key CSOs in the sector. The engagement's current ***status shall be discussed amongst participants, and directions for gender-responsive climate practice undertaken. The key proposed outcomes of such an engagement are:***

1. Familiarising stakeholders with the gender dimensions of climate change, and international and national responses at the interface between climate change and gender;
2. Bridging the inter-Institutional knowledge and expertise gap;
3. Providing a platform to establish an inter-sectoral gender structure that will facilitate gender-responsive and transformational climate change policy and programmes;
4. Undertaking intensive training on gender responsive climate measures and facilitate experience sharing exercises amongst countries working on gender and climate change integration. This should include training for selected wereda level officials on the basics of the interface between climate change and gender. This will respond to the gaps identified through the scoping study where informants emphasized the knowledge and skills gap on integrating gender into local climate change frameworks and programmes;
5. Setting up a Standing Committee that includes key CSOs to enable experience sharing, and allow for robust discussions;
6. Ministry of Women, Children and Youth taking a leading role in ensuring that governmental and non-governmental stakeholders working on gender equality and climate change adhere to national and international normative standards. This will further ensure mainstreaming of gender into the country's policies and equally engage all relevant sectors; and
7. Popularizing gender budgeting and gender budget tracking tools of the MoF within government and non-government actors working on gender equality and climate change.

Annex 1: VALIDATION WORKSHOP

The Ministry of Finance and CDKN organised a joint workshop on 18-19 December 2019, in Addis Ababa, to discuss the findings of the scoping study and validate the CRGE Facility Gender Framework. This workshop also aimed to:

- Take stock of ongoing gender analysis, frameworks and action plans that were developed by key government stakeholders;
- Validate the Gender Framework of the CRGE Facility; and
- Explore opportunities for a more coordinated and institutionalised mechanism for integrating gender and social inclusion in climate change action in Ethiopia.

More than 20 senior and mid-level officials and experts, representing over eight national ministries and agencies, and three donor institutions, took part. Workshop participants made the following recommendations for next steps across the government's portfolio:

- **Mainstreaming gender into climate change:** Policies, plans, programs and projects should be based on gender analysis and the nexus between gender and climate change should be adequately assessed and addressed in all sectors.
- **Gender responsive budgeting:** Mainstreaming of gender into climate change also means ensuring sufficient resources are allocated for gender analysis, implementation, and monitoring and evaluation. There is also the need to popularize MOF's gender budgeting tools.
- **Environmental and social safeguard policy:** Social safeguard policies are important entry points for gender mainstreaming and consideration, Hence, enforcement of environmental and social safeguard practice should be gender responsive.
- **Capacity building support:** There is a need to undertake capacity building not only to promote existing tools and guidelines on gender and climate change, but also to undertake gender analysis, gender action plan and monitoring and evaluation.
- **Coordination and mutual support mechanism:** The workshop recognized the need to establish a coordination group and mutual support mechanism constituting members from all CRGE sectors; this is expected to support awareness raising, and strengthen institutional responses to integrate gender in climate change policies and practices at the federal and regional levels.

The full workshop report can be found at <https://cdkn.org/wp-content/uploads/2020/02/CDKN-Workshop-Report-Climate-Change-Gender-Ethiopia.pdf>.

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